

DRAFT NTC REUSE PLAN

Executive Summary

In June and July of 1996, the San Diego City Council, acting as the Local Redevelopment Authority, met three times to review alternative concept plans for reuse of the Naval Training Center, San Diego. Decisions made at those meetings are the basis for this draft NTC Reuse Plan.

A. CLOSURE OF THE NAVAL TRAINING CENTER

In July 1993, under terms of the Base Closure and Realignment Act of 1990, the U.S. Navy announced its intention to close the Naval Training Center (NTC), San Diego. In April 1997, all active military use of the base concludes. Transfer of the property from the U.S Navy to other ownerships is anticipated in mid-1999, following completion of planning and environmental work as well as conveyance negotiations with the Navy.

B. SITE DESCRIPTION

Of the entire Naval Training Center site of 550 acres, approximately 80 percent or 435 acres are scheduled for closure. Within the 435-acre Reuse Planning Area, there are more than 200 structures, of which 52 have been designated as contributing to an Historic District. Most structures were used for barracks/housing; classrooms/training, administration; recreation; storage and maintenance.

C. SITE CONSTRAINTS

Several major constraints affect future land use at NTC:

1. *Building Condition* - Many buildings at NTC require significant improvement to make them usable. In a study prepared before base closure was announced, the Navy estimated a cost of almost \$30 million to correct building deficiencies.
2. *Infrastructure* - Most infrastructure requires improvement to assure it doesn't limit development opportunities on site. Infrastructure upgrade has been estimated at almost \$14 million.

3. *Tidelands Trust* - About 225 acres of NTC, impressed with the tidelands trust, cannot be held in private ownership and cannot be used other than for commerce, recreation, navigation, or fisheries.
4. *Historic District* - A total of 52 buildings and structures at NTC fall within an Historic District and will be subject to special guidelines and conditions governing use. Full rehabilitation and noise mitigation of historic structures may be the single largest reuse expense.
5. *Least Tern Habitat* - A 10 acre least tern nesting site and a 14-acre buffer exist on the site presently and must remain or be relocated within the base.
6. *Airport Impact* - A portion of the base falls within Lindbergh Field's Runway Protection Zone which generally precludes any new structures. Also, more than 60 percent of the reuse planning area is subject to high noise levels which restricts some uses and requires others to insulate against noise.

D. REUSE PLANNING PROCESS

The draft NTC Reuse Plan was developed under the direction of the NTC Reuse Planning Committee, a 26-member advisory committee chaired by San Diego Mayor Susan Golding. The vision for NTC adopted by the Reuse Planning Committee is to:

Create a center that celebrates San Diego's maritime history and opens public access to a waterway linking San Diego and Mission Bays. This community will anchor revitalization of the North Bay region. It will also support education, training, and research and development programs that attract new industries to San Diego and strengthen the region's performance in international trade from Mexico to the Pacific Rim.

Over a 24 month period, the Reuse Planning Committee and five subcommittees met regularly to discuss the reuse planning effort.

Community outreach was a dominant feature of the planning program and, in addition to open meetings, community and group presentations, flyers, newsletters, meeting notices, and press releases, most meetings of the Reuse Planning Committee were video taped and shown on cable television.

In May 1996, the Committee made final recommendations to the San Diego City Council.

E. LAND USE POLICIES

Guiding principles for development of the reuse plan for NTC include:

1. Provide compatibility with the adjacent residential community.
2. Emphasize open space and recreation.
3. Respect the heritage and artifacts of NTC.
4. Capitalize on the reuse opportunities of existing buildings.
5. Extend the existing pedestrian and vehicular circulation system.
6. Orient people and activities to the boat channel.
7. Locate uses in consideration of site constraints.
8. Assure a strong pedestrian orientation, including access to the waterfront.
9. Develop the site to integrate with the Bay-to-Bay plan.
10. Create long term value by mixing uses, activities, and interests on site.
11. Support early occupancy of the site.
12. Create an open space/landscape perimeter round the base.
13. Integrate all elements of the reuse program so that NTC functions as a single blended community.

F. LAND USE PROGRAM

Reuse of the Naval Training Center is intended to create a place surrounded by green, bordered by water, and centered on history. It is to be a place where San Diegans can come together in an active, productive, and stimulating environment. To live at NTC will mean living as part of a traditional neighborhood; working at NTC will mean working among a diversified group of educational, service, retail, and visitor-commercial businesses; and visiting NTC will mean experiencing parks, retail shops, museums, and an urban waterfront.

See Table 1 for a quantitative description of the mixed use community proposed for NTC.

Although a number of different land uses are identified for NTC, most must locate within specifically designated areas. *Typically, site constraints rather than noble planning concepts dictate location:*

Residential use is proposed on the only portion of NTC outside the high noise impact area and beyond restrictions on private ownership imposed by the tidelands trust. Thus, it is the only place on NTC where residential use and home ownership is possible.

Educational use is proposed on portions of NTC where the Navy conducted training classes and where structures lend themselves to adaptive reuse. The educational use area contains buildings which come closest to "move-in" condition.

Mixed use is proposed in an area designated an Historic District by both the Federal and State governments. Given the age of structures within the District and the high aircraft noise level, building rehabilitation costs are estimated in excess of \$100 SF. "Mixed Use" therefore allows maximum opportunity *to find a use* that can adapt to the setting and circumstance.

Police and fire training is designated for that portion of the base physically separated from the main portion of NTC by a boat channel. Use of existing Navy facilities is estimated to save police and fire departments more than \$20 million.

Airport expansion is designated for a portion of the base that lies immediately adjacent to Lindbergh Field. It is the only location where airport expansion can occur.

NTC is designated as a redevelopment area to create a workable financing program. Some uses proposed in the plan are recommended primarily because they represent opportunities to help finance the reuse effort. Under a redevelopment program, the principal revenue-generating use at NTC are two hotels. While other uses contribute to the financing program, the hotels are the keystone.

Within five loosely defined "subareas" of the site, different uses are emphasized. *See Table 2 for subarea policies.*

Finally, NTC represents a major recreation and waterfront opportunity. Not only can it provide a local-serving open space function for the residential community adjacent to the base, but it also represents a major new park area for San Diego residents and the first step in creating a link between San Diego Bay and Mission Bay.

G. IMPLEMENTATION PROGRAM

1. Overall Development Strategy

The development and reuse of NTC will depend principally on the investment of private capital. This investment will take the form of new construction such as office and R&D, residences, and hotels. In the case of buildings to be retained, the investment will consist of rehabilitation and tenant improvements.

The amount of time required for development and reuse relates directly to the availability of funding and future market conditions. Because of the extent of rehabilitation required at NTC, reuse could require 40 years to complete.

About 130 obsolete buildings have been identified for removal at an estimated cost of more than \$15 million. Reuse of existing buildings involves 81 structures of which 51 are located in the Historic District. Rehabilitation and noise mitigation costs could exceed \$100 per square foot depending on the intended use of individual buildings.

A three stage development program has been proposed that begins with demolition of buildings and clearing of sites in the vicinity of the Educational Subarea to permit office and R&D development. This would be followed by clearing in the residential area, the hotel site on the west side of the boat channel, and on Camp Nimitz. The second stage includes clearing for park purposes and building rehabilitation as funding permits. In the third stage, rehabilitation receives major emphasis.

2. Real Property Conveyance

Parcels of land proposed for a Public Benefit Conveyance are portions of the recreational area adjacent to the boat channel and that segment of Camp Nimitz identified for airport use. The balance of NTC is proposed for an Economic Development Conveyance.

3. Homeless Assistance

On July 1, 1996, the City Council voted to approve a homeless assistance proposal to provide 150 units in City Council District 2, but not on the NTC site. The proposal also directed the City Manager to consider non-residential homeless assistance on the base. An agreement has been negotiated by the City of San Diego and homeless providers.

4. Least Tern Relocation

Relocation of the least tern nesting area within Camp Nimitz becomes the responsibility of the San Diego Unified Port District inasmuch as the District

intends to occupy the area currently designated for the least tern. An agreement on relocation is to be developed to the satisfaction of the U.S. Fish and Wildlife Service.

5. Historic Preservation

An Historic District Memorandum of Agreement (MOA) is in final stages of development. The MOA identifies conditions affecting interim use of the Historic District (i.e, what use can be made of property prior to conveyance of the District to the City), and describes procedures to be employed regarding use of historic properties following conveyance. The MOA to be signed by the City, the Navy, the State Historic Preservation Officer, and the federal Advisory Council for Historic Preservation.

TABLE 1 SUMMARY DEVELOPMENT PROGRAM

USE, BY SQUARE FOOTAGE	
Office/Research & Development	774,000 SF
Educational SF	500,000 SF
Retail SF	180,000 SF
Restaurant SF	74,000 SF
Recreation SF	65,000 SF
Civic SF	187,200 SF
OTHER USES	
Market Rate Housing	350 units
Hotels Rooms	1000 Rooms
Bed and Breakfast Rooms	30 Rooms
Public Use/Park/Golf Course	85 Acres

TABLE 2: SUBAREAS AND GOVERNING USE POLICIES AT NTC

EDUCATION SUBAREA	
Governing Policy and Priorities Education and educational support activities are the preferred use within the subarea. Other uses are acceptable so long as their presence and impacts are compatible with educational uses.	Priority Uses Classroom instruction, vocational training, incubator business, and support facilities for educational and cultural activities.
Development Concept The educational component links the residential neighborhood with campus buildings and open space areas. Several large modern buildings are to be rehabilitated for educational purposes and, together with the historic Mall 30, form the educational campus. At its core, the educational area is oriented toward an open green quadrangle that is part of a linear urban park.	
HISTORIC CORE	
Governing Policy and Priorities Within the Historic Core, historic structures should be conserved, preserved, and reused to the extent economically feasible. The Historic Core should evolve into the area with the greatest diversity of uses at NTC.	Priority Uses Office and administration, retail commercial, for-profit and non-profit institutional, low/no environmental impact research and development, museum and cultural activities, public use areas.
Development Concept At the north end will be a retail marketplace featuring restaurants, marine oriented crafts, farmers markets, and other festive retail uses. Along with traditional retailers, uses that combine crafts and manufacturing with retail sales are especially encouraged. The main body of the Historic Core allows for small offices above small retail users. It is expected that the headquarters buildings and its grounds will become the site of a military and maritime museum celebrating San Diego's maritime history and military heritage.	
WATERFRONT/RECREATION SUBAREA	
Governing Policy and Priorities A variety of public and private recreational activities dominate this use area. Public access along the waterfront is of primary importance. Sand beaches along the waters' edge remain an option, as do the creation of wildlife and habitat opportunities.	Priority Uses Active and passive public/private recreation, viable water habitat, interpretive features, visitor access, public use areas, educational facilities, visitor commercial uses.
Development Concept Most of the passive open space and recreation opportunities at NTC are in this subarea, generally comprised of passive park areas except for an urban plaza and various ball fields. Passive, active and formal open space has been linked to form a network of green. A hardscape plaza will bring visitors near the water via a major public space extending from the current Headquarters Building and connecting to the boat channel. Supporting elements will be health and recreation buildings featuring swimming and sports courts. The existing Sail Ho golf course at the northwest corner of NTC will be enlarged and enhanced. A portion of the west shore of the channel is proposed to return to native habitat. Pedestrian walks could be built along these shores. The channel itself would be made available for small water craft. Near Nimitz Bridge is the site of a proposed 350-room hotel oriented for family vacationers.	
RESIDENTIAL SUBAREA	
Governing Policies and Priorities Within the Residential Subarea, up to 350 units of market rate housing is to be developed.	Priority Uses Single family dwellings, including attached, detached, and town-house units; and multi-family dwellings.
Development Concept	

<p>A group of single family homes and row houses similar to those found in older east coast cities and San Francisco will, through interaction with the range of activities, facilities, and uses at NTC, create a new neighborhood in Pt Loma. As proposed, the NTC residential subarea would be organized into traditional rectilinear blocks which terminate in an urban park sited in easy walking distance from all residences. Garages are located in the rear of residences and will be accessed from alleyways. Streets and sidewalks will literally and figuratively belong to the pedestrian; they will be designed to provide easy linkages between the residential area and the educational, recreational, commercial, and office uses at NTC. The pedestrian connections will not only foster interaction among uses, they will bring vitality to the entire site.</p>	
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<p>CAMP NIMITZ</p>	
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<p>Governing Policies, Priorities, and Uses</p>	
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<p>A 650-room hotel will be developed in the southwest corner of Camp Nimitz, adjacent to both the boat channel and Harbor Drive. A marine sciences laboratory to be used by the Metropolitan Wastewater Department (MWW) and San Diego State University will also occupy an area along the boat channel and will be sited adjacent to the hotel. The balance of Camp Nimitz includes: a proposed Public Safety Training Institute; expansion area for San Diego Lindbergh Field; and the least tern nesting area and its surrounding buffer. A very small portion of Camp Nimitz will become part of the City's pump station. (The small arms firing range on Camp Nimitz was granted by the U.S. Navy to the Immigration and Naturalization Service. Technically, it is not part of the NTC surplus determination and, therefore, not part of the reuse planning effort.)</p>	
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<p>Development Concept</p>	
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<p>From the park along the west side of the boat channel, a visitor looking across the water to Camp Nimitz will see a heavily landscaped shoreline, a mid-rise hotel, and a story or two of an office building. Beyond that lies the police and fire Public Safety Institute and Lindbergh Field. The hotel on Camp Nimitz will be a mid-rise structure directed primarily to business travelers. The Public Safety Institute will use many existing buildings for training and education, including the fire training facility and the old barracks.</p>	
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